DOCUMENT RESUME

ED 029 242 AC 004 467

Adult Basic Education: Operations Manual.
Missouri State Dept. of Education, Jefferson City.
Pub Date Jul 67
Note-41p.; Revised Edition
EDRS Price MF-$0.25 HC-$2.15
Descriptors-Accounting, *Adult Basic Education, Advisory Committees, Budgeting, Equipment, Financial Policy, Instructional Materials, Interagency Cooperation, *Manuals, *Program Administration, *State Standards, Teacher Education
Identifiers-*Missouri

This publication is an administrative guide for Missouri school administrators and local adult basic education supervisors. First, general information is given as to legislative authority, standards for approval, procedures for implementation, expenditures and reimbursement, teacher qualifications, program administration, student eligibility and recruitment, teacher selection and preparation, instructional materials and equipment, and accounting procedures. The Missouri State Plan itself outlines provisions on such matters as state and local advisory committees; program planning and priorities; state criteria for program content and operation; special projects, teacher training, and research; cooperation with state and local agencies; grants to private nonprofit agencies; fiscal control; and state agency administrative review and evaluation. (ly)

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MISSOURI

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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MANUAL OF OPERATION FOR ADULT BASIC EDUCATION

1967

OPERATIONS MANUAL

ADULT

BASIC

EDUCATION

Revised July, 1967

State Department of Education

HUBERT WHEELER

Commissioner of Education

F O R E W O R D

This publication is designed to serve as an administrative guide to school administrators and local supervisors of adult basic education in the development of local programs in adult basic education.

It is hoped that his publication will stimulate the educators of Missouri to develope a program of instruction which will enable students to live a more useful life.

HUBERT WHEELER
Commissioner of Education

M I S S O U R I S T A T E B O A R D O F E D U C A T I O N

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ADULT BASIC EDUCATION

Adult basic education instruction is designed to teach persons 18 years of age or older to read and write English and to substantially raise their educational level. It is designed to make them less likely to become dependent on others, improve their ability to benefit from occupational and homemaking training, increase their opportunities for more productive and profitable employment and make them better able to meet their adult responsibilities.

Authority

The Missouri State Plan for implementing Title III of the Adult Education Act of 1966 (P. L. 89-750) establishes a program of adult basic education. The Missouri State Board of Education is responsible for administering and supervising the program at the state level. Funds will be distributed on a percentage matching basis to the following local public educational agencies: public school districts, public junior college districts, state colleges and state universities for the purpose of providing instruction in adult basic education.

Standards for Approval - Local Adult Basic Education Programs

1. Meets minimum requirements and has objectives compatible with those outlined in Sections 1.5 to 4.1 of the Missouri State Plan. (Included in this bulletin. Read carefully.)

2. Adheres to budgeting and accounting procedures outlined in the Missouri State Plan. (Included in this bulletin. Read carefully.)

3. Provides instruction at no charge to all eligible students, who are 18 years of age or older, within the district, jurisdiction or geographic area approved by the State Department of Education. (No book fee or charge of any kind may be made to the student.)

4. Employs well qualified teachers who are properly certificated by the Missouri State Department of Education. If supervisors or counselors are employed they must also be well qualified and properly certificated.

5. Provides adequate classrooms and/or office facilities for professional personnel.

6. Provides adequate classrooms and/or office furniture and equipment.

7. Provides sufficient textbooks, reference books, library books, instructional equipment, teaching aids, standardized tests, etc. to meet the needs of pupils and teachers in the instructional program.

8. Encourage all teachers to attend in-service and pre-service workshops sponsored by the State Department of Education.

Procedures For Implementing Program

1. Administrator of local public educational agency files a request for an Adult Basic Education Program (Form ABE/101) with:

   Bill Ghan
   Director of Adult Basic Education
   Missouri State Department of Education
   P. O. Box 480
   Jefferson City, Missouri

2. If approved by the State Department of Education, the chief executive officer of the local public educational agency is authorized to initiate the class and make expenditures under the program.

3. No further approval or reporting is necessary until adult basic education classes cease to operate or at the end of each quarter. At that time a "Request for Reimbursement" (Form ABE/102) accompanied by "Quarterly Report of Students in adult basic education classes (Form ABE/103) should be submitted.

Categories of Allowable Expenditures

1. Salaries of Employees

   (a) Professional - administrators, supervisors, guidance counselors and teachers.

   (b) Non-professional - secretaries, clerical assistants, custodians, etc.

2. Expenses to pre-service and in-service training of teachers, administrators and supervisors called by the Missouri State Department of Education.

3. Employers contribution to retirement systems and Social Security.

4. Textbooks, reference materials, printing and printed materials, standard tests, instructional supplies and equipment, teaching aids, communications, supplies, etc.

5. Maintenance and repair of equipment.

6. Purchase of new equipment. Note: State and/or federal governments retain a redeemable interest in items costing $100 or more, at any time it is no longer used in Adult Basic Education Programs. Items which will become attached to and/or part of the permanent classroom fixtures are not approvable.

7. Utilities.

8. Rent--subject to regulations Section 6.85 Missouri State Plan.

Reimbursement Policies

1. The Missouri State Board of Education or its agent has sole authority to determine eligibility for reimbursement, the amount of reimbursement in each category, to reduce claims if funds allocated are insufficient, to determine the part of an expenditure attributable to the local Adult Basic Education Program and make other decisions incidental to the equitable, effective and efficient operation of the program.

2. Reimbursements will be made at the close of each quarter.

3. If a local public education agency desires, they may request reimbursement semi-annually or annually.

Approvable Expenditures

1. Expenditures made prior to the approval date are not reimbursable.

2. Expenditures and/or legal obligations considered as expenditures attributable to a fiscal year may be charged to the fiscal year if paid prior to July 30.

3. Expenditures for teachers salaries in excess of $5.00 per hour will not be approved unless the salary rate for other adult education teachers is higher. (A special form ABE/104 should be completed for teachers whose salaries are above $5.00 per hour.)

Financing the Program

Only public funds may be used for expenditures by local public educational agencies to comprise the ten per cent of costs to match the ninety per cent of costs of Adult Basic Education Programs reimbursable from the Missouri State Department of Education. The ten per cent matching by local public educational agencies cannot consist of "Matching in Kind," such as counting use of equipment, use of space, materials, etc. as matching. However, the following actual costs can be used as matching:

Example of financing an Adult Basic Education Program of considerable size:

Salaries: Professional	$16,000.00
Salaries: Non-professional	3,400.00
Teaching aids, etc.	1,000.00
Employers Contribution	1,400.00
Maintenance and Repair of Equipment	100.00
Purchase of Equipment	1,000.00
Rent	1,000.00
Utilities	1,000.00
Expenditures to Workshops	100.00
TOTAL	$25,000.00

1.	By the State Department of Education	$22,500.00
2.	By the local public educational agency allocating the $2,500 salary of a school administrator assigned to the Adult Basic Education Program.	2,500.00
	TOTAL COST	$25,000.00

Example of financing a small program in a community involving one or two teachers:

Salaries: Professional	$3,000.00
Salaries: Non-professional	1,000.00
Teaching aids, etc.	500.00
Employers Contribution	300.00
Maintenance and Repair of Equipment	100.00
Purchase of Equipment	500.00
Rent	--
Utilities	500.00
Expenditures to Workshops	100.00
TOTAL	$6,000.00

1.	By the State Department of Education	$5,400.00
2.	By the local public educational agency allocating the $600 salary of a school administrator assigned to the Adult Basic Education program.	600.00
	TOTAL COST	$6,000.00

The Board of Education must designate, in its official minutes, the amount of time the administrator is assigned to Adult Basic Education as well as the amount paid for this service.

Teacher Qualifications

Instructors of basic education programs for adults shall be selected by local public educational agencies electing to conduct programs.

Teachers are required to hold a currently valid teacher's certificate in the area of Adult Basic Education.

Teachers will be expected to attend per-service and in-service workshops as recommended by the State Department of Education.

Administration of Programs

Administrators of local adult basic education classes will find it helpful to enlist the assistance of community action groups, VISTA, employment offices, welfare agencies, organized labor groups, employers, employer groups, church groups and other voluntary groups and individuals in recruiting teachers, students, finding suitable classroom facilities, organizing and conducting adult basic education classes.

Organization of an Advisory Committee on Adult Basic Education

An important step in the implementation of the program is the organization of an advisory committee on adult basic education. This committee, appointed by the administrative head of the local public educational agency, could be comprised of representatives of community agencies, organizations, volunteer groups, school personnel and other individuals. Members of the committee should be selected from each geographical section of the community. The committee should work closely with the Community Action organization of the community, with other community agencies and volunteer organizations interested in the program. (See Section 1.5 State Plan)

Conducting Surveys to Determine the Number of Adults Eligible for and Needing the Program

In cooperation with the Community Action organization or with other community agencies and voluntary organizations, the local public educational agency determines the location and number of adults 18 years of age and older who have completed less than eight years of education and who need the instruction provided in the Adult Basic Education Program.

The program is not limited to persons who are unemployed, the welfare recipient or the undereducated, but may include all these groups and other adults in need of basic education. Priority of enrollment should be given to adults in the lower income groups.

Classification of Persons in Each Section of the Community Who Are Eligible For Enrollment in the Program in Accordance With the Three Levels of Instruction

The present educational achievements of persons identified in the survey should be classified in accordance with the three levels of instruction:

Level I--those who have no education, or only a first, second or third grade level.

Level II-have completed the third grade but have not completed the sixth grade.

Level III--have completed the sixth grade but have not completed eighth grade.

Although each student is allowed to progress at his own speed, a minimum of 120 hours of instruction should be available on each level.

Stimulating Eligible Adults to Enroll in the Program

During the time when the survey is being made or immediately thereafter, members of the Community Action organization, community agencies, voluntary organizations, school officials and faculty members and other members of the community should be enlisted in a campaign to contact eligible adults and encourage them to enroll in an adult basic education class in their section of the community.

Since many of these adults cannot be encouraged to enroll in the program through news media, radio or television announcements; personal contact with them by persons they know and in whom they have confidence will be necessary.

Individuals making these personal contacts should explain the purposes and benefits of the program in adult basic education and that by possessing good reading, writing, speaking and mathematical abilities, their employability and job stability will be increased, and that they will receive valuable information regarding good health practices, citizenship rights and relationships and information valuable to them in relation to employment and job opportunities.

Information should be given as to where classes will be held, the date and time of day, length of class sessions, number of sessions per week and length of the program. It should be explained that a certificate of achievement will be awarded at each level and that no charge will be made for tuition, books and materials.

Organization and Location of Classes

Classes should be located so that they are accessible to prospective students and in classes of between 8 and 12 persons. If a sufficient number of students are available to permit sectioning by achievement level, this would be desirable.

When the number of classes in each section of the community has been determined, a decision should be made as to their location convenient to prospective enrollees in order that students will not be required to travel long distances or go outside their community.

Classes may be located and conducted in facilities owned by the local public educational agencies. Other private and public facilities can be used. The important essential is that the facility used be located convenient to prospective enrollees, be available in the day or evening as needed and be comfortable and adequate for good instruction. (Rent cannot be paid for use of public buildings or church-owned buildings.)

Selection and Preparation of Teachers

Selection of instructors having very real interest in teaching and assisting illiterate and semi-illiterate young and older adults is of utmost importance. Experience in conducting adult education programs is highly desirable. Teachers

should have particular skill in adapting techniques to the instruction of adults. Teaching adults differs considerably from teaching children. The content of instruction, examples, illustrations, reading materials, arithmetic problems and discussions must be in terms of adult interest. Procedures and methods teachers use in conducting classes should be adapted to adults.

In many communities classes of adult basic education, or literacy education, have been and are being conducted by volunteer, non-paid teachers. Some of them are public school teachers. These volunteer teachers may be well prepared to conduct adult basic education classes.

Instructors should be selected who are qualified to teach in all areas of the program.

Local educational agencies may select and employ teachers either on a full-time or part-time basis. The employment of full-time teachers may be in some communities where there are large numbers of adults needing adult basic education. Employment of part-time teachers on an hourly-rate salary basis may be necessary to supplement the work of full-time teachers. In communities where only a small number of classes are needed, part-time teachers may be employed on an hourly-rate basis.

When employment of full-time teachers is justified, their duties may also include responsibility for organization of classes, contacting adults to encourage them to enroll in the program, contacting adults presently enrolled to encourage them to continue their participation and performance of other duties directly connected with and necessary to successful programs of adult basic education in the community. (They could also serve as part-time counselors or supervisors.)

Employment of part-time teachers at hourly rates will be the most common practice. They should be paid for actual time they teach classes. When public school teachers are employed to teach adult basic education courses, such assignment must be outside the regular school day.

Satisfactory completion of a training institute conducted or approved by the Missouri State Department of Education will be required of each teacher selected to conduct adult basic education classes. Training institutes will be established at locations as convenient to the teacher as practical. Institutes are planned as short and intensive teacher preparation programs and will be scheduled at a time which is the most convenient for as many teachers as possible.

Instructional Materials for Teachers and Students

The Missouri State Department of Education has prepared and will continue to prepare instructional materials for teachers and students of the Adult Basic Education Program. Guides for teaching each of the three levels of instruction, bibliographies of curriculum materials and some reading materials for the basic level of instruction may be available.

Instructional Equipment

Equipment for the Adult Basic Education Program does not need to be extensive. However, local public educational agencies should provide necessary teaching materials as are appropriated for effective instruction in the Adult Basic Education Program. Such equipment and/or materials are reimbursable.

Accounting Procedures For Local School Districts

I. Initial Request for Adult Basic Education Program. (ABE/101)

Prior to the initiation of a reimbursable local Adult Basic Education program, a budget agreement will be entered into by and between the local public educational agency and the Missouri State Department of Education. These agreements will be for the current fiscal year and must be resubmitted each year. The budget agreements will indicate the categories in which expenditures are authorized and the maximum amount authorized for expenditures in each category. The agreement may be amended by subsequent supplementary agreements. Reimbursement from state and/or federal funds will be made for the period covered by the budget agreement and not to exceed the amount authorized in specific categories.

II. Reimbursement Policies

1. The Missouri State Board of Education or its agent has sole authority to determine eligibility for reimbursement, the amount of reimbursement in each category, to reduce claims if funds allocated are insufficient, to determine the part of an expenditure attributable to the local Adult Basic Education program and make other decisions incidental to the equitable, effective and efficient operation of the program.

2. Reimbursement will be made quarterly, semi-annually, or annually at the request of the local educational agency.

3. Expenditures made prior to the approval date are not reimbursable.

4. Expenditures and/or legal obligations made during the budget fiscal year must be paid prior to July 30 of the following fiscal year.

5. Only local public funds may be used for expenditures by local public educational agencies to comprise the ten percent to match the ninety percent reimbursable from the Missouri State Department of Education. The ten percent matching by local public educational agencies cannot consist of "Matching in Kind", such as counting use of equipment, use of space, materials, etc. The ten percent matching can include administrative salaries under the following conditions:

   If part of the local school administrator's salary is paid from Adult Basic Education funds the Board of Education must designate, in its official minutes, the amount of time the administrator is assigned to Adult Basic Education as well as the amount paid for his service.

III. Receipt of Funds.

1. The U. S. Office of Education has designated Code 40.25 for Adult Basic Education program receipts. This code number will be inserted in the annual report next year.

2. Handbook II, "Financial Accounting for Local and State School Systems", on Page 84 lists code 1120 "Civic Activities" as the proper account for public forums and lectures. This code will be added to the annual report. It will be necessary to open up the teachers and incidental and building funds for disbursement under the Adult Basic Education program.

IV. Fund Accounting for Adult Basic Education Program.

Accounting for fiscal transaction in Adult Basic Education follows the same laws and interpretation concerning fund accounting as for any state monies which are the responsibility of the local Board of Education.

1. Instruction (salaries professional) salaries of certificated teachers (and withholdings from such salaries) for professional services are expenditures from the teacher's fund. A regularly employed teacher who is employed during the regular school year to teach in a special program, or night program, in addition to the regularly contracted services, will not normally have contributions withheld from the salary payments for services in the special program or night program. In order for contributions to be withheld from salary payments for these services, it will be necessary for the teacher's contract to be amended to show the additional salary payments and the additional required services. Regular, full-time teachers in the local public educational agency who are covered by Teachers Retirement and who perform additional duties as a part-time teacher or worker (evening adult classes, Saturday and summer, etc.) may have Social Security contributions withheld, rather than Teachers Retirement for earnings over and above the regular contracted salary. Teachers that are not regular full-time teachers in the local public educational agency must have Social Security withheld from their salary.

2. Salaries of non-professional employees should be charged to the Incidental Fund.

3. Teaching aids, textbooks, reference materials, test materials, instruction supplies should be charged to the Incidental Fund.

4. Employers contributions to Retirement System and Social Security should be charged to the Incidental Fund.

5. Maintenance and repair of equipment should be charged to the Incidental Fund.

6. Purchase of equipment - whenever purchase is for new equipment (first time purchase) the expenditures should be charged to capital outlay, building fund.

V. Inventory of Equipment.

The state and/or federal government retain a redeemable interest in items costing $100 or more. Inventories of these must be maintained by the local school district and submitted annually to the State Department of Education on form ABE/106.

VI. Disposition of Facilities and Equipment.

Whenever items of equipment, each initially costing $100 or more, in which the United States Government has participated, are sold or no longer used for purposes permitted under the Acts, it is agreed that the United States Government is to be credited with its proportionate share of the value of such facilities and equipment at that time, the value being determined on the basis of the sale price in the case of a bona fide sale or the fair market value in the case of discontinuance of use for adult basic education purposes or other diversion. The State Board agrees that all inventories and records be kept for all items of equipment and assumes responsibility for having available in the state office of the State Department of Education, information sufficient for a determination of whether such facilities and equipment continue to be used for a purpose provided for under the Act.

VII. Audits

1. State audits of state accounts (State Department of Education, state universities and state colleges) - The accounts of the State Board of Education, state universities and state colleges are audited by the state auditor. These audits shall be made in accordance with 29.200 RSMo. (See legal appendix)

2. Audit of Local Accounts - The accounts of public schools and public junior college districts are audited in accordance with the provisions of Section 165.121 RSMo. Such audits are required at least on a biennial basis and copies of all audit reports are filed in the State Department of Education at Jefferson City.

   (a) Audits of local public educational agencies must reconcile purchase invoice, listing items, volume orders, vouchers and/or bills with checks issued for payment. Each check must be numbered. Request for reimbursement from state and/or federal funds allocated for Adult Basic Education must list each item of expense, indicate the percent or part of the check used by the local public educational agency for payment.

   (b) Auditors will be informed of program requirements in sufficient detail to formulate opinion regarding eligibility of expenditures claimed for federal financial participation.

VIII. Audit Standards.

The audits of public schools and public junior college districts include the following:

1. An examination and analysis of sources of income.

2. Verification of disbursements.

3. Reconciliation of budget items with actual receipts and disbursements.

4. A report of budget procedures.

5. An examination of legal authorization for expenditures.

6. An examination of board minutes, insurance policies, contracts and deeds to real estate.

7. Verification of assets and liabilities.

8. An analysis of bonded indebtedness.

9. An examination of capital assets, inventories, surplus accounts and vouchers payable.

10. Verification of all accounts paid through examination of vouchers.

11. A statement of whether or not the fiscal affairs of the district have been administered according to law.

12. An evaluation of the accounting system.

SPECIFIC AUDIT STEPS 1/

For audits of local agencies, it is essential that specific audit instructions be developed to verify that:

1. Funds disbursed by the State to the local agency were received and properly accounted for.

2. Payments reported by the local agency were actually made to the vendors, contractors, and employees and that they conform to applicable laws and regulations, including procurement requirements.

3. Refunds, discounts, etc., were properly credited to the specific programs as reductions of the gross expenditures.

4. Payments are supported by adequate evidence of the delivery of goods or performance of services.

5. Encumbrances or obligations included in the report of expenditures were actually incurred during the fiscal year for which the expenditure was claimed and, upon liquidation, were adjusted properly for any differences.

6. The same item is not reported as an expenditure for 2 or more years, e.g., encumbrance in one year and payment in another.

7. All expenditures claimed for federally supported projects were made for properly approved projects, are easily identifiable with these projects, and are the individual items adequately described in the approval and the claim for reimbursement.

8. State and local agency rules applicable to equipment records and control are followed.

9. Prorated expenditures, such as salaries, travel, etc., are divided correctly between two or more accounts, and that the basis of such division is reasonable, equitable, and substantiated.

10. The type of funds expended for federally reimbursed projects are stated correctly; that Federal funds from one program are not used for matching purposes under another Federal program, except as specifically authorized; and that the same expenditures are not claimed for matching purposes under more than one Federal program.

11. Unexpended or unearned Federal funds advanced or overpaid are returned promptly or otherwise correctly accounted for.

12. If the local agency is on a fiscal year different from the Federal fiscal year, the audit report reflects outstanding obligations as of June 30 in sufficient detail to permit identification of subsequent payments with the applicable obligation and comparison with reports submitted by the local agency to the State agency.

1/ Financial Management of Federal - State Education Programs, U. S. Dept. of Health, Education, and Welfare, OE - 10019, page 8

MISSOURI STATE PLAN
FOR
ADULT BASIC EDUCATION

1.5 State and Local Advisory Committees

1.51 The State Commissioner of Education shall, within sixty days after approval of this plan, appoint a State advisory committee on Adult Basic Education.

1.52 The State advisory committee shall have eight members consisting of the Commissioner of Education, or someone appointed by him, and seven other members who are knowledgeable in the field of adult education.

1.53 The local public educational agency shall appoint, prior to the approval of a program in Adult Basic Education a local advisory committee on adult basic education.

1.54 The local advisory committee should consist of people who are genuinely interested in Adult Basic Education.

1.6 Program

1.61 The program of instruction in adult basic education shall be designed to serve individuals over 18 years of age whose lack of basic education skills constitutes a substantial impairment of their ability to adapt to and function successfully within contemporary society. The program of instruction will consist of elementary level education for adults with emphasis on the skills of reading, writing, speaking, listening, arithmetic, citizenship, health practices, consumer knowledge, human relations, and home and family living.

1.62 The program of instruction may be given in or under the direction of any local public school district, public junior college district, state college or state university.

1.63 While some objectives of adult basic education are similar to elementary education, the curriculum and program of studies are substantially different. Adults have broader interests, greater experience, more motivation, superior understanding and longer attention span than children. An adult is interested in his family, his town and his country. He is a willing learner who is anxious to become more prosperous, better informed and socially acceptable. Individual differences in ability, motivation, achievement, experiences and social background are so great that individual instruction becomes imperative and students must be encouraged to progress as fast as they can toward goals which they recognize and understand. Students may progress through three levels. Level one is comparable to grades 1, 2, and 3; level two to grades 4, 5, and 6; and level three to grades 7 and above. No student should be asked to work above or below his achievement level.

1.64 Selection of students--Eligible students from every race, color, religion and national origin will have equal opportunity to participate, without discrimination in the adult basic education program. A special effort will be made to serve those who have the greatest need for this instruction. Some Missourians in this category may be found in the "pockets of poverty" in the large cities, poorly educated people of the hill country, negroes on cotton plantations of Southeast Missouri, recent arrivals in the big cities and migrant workers.

1.65 First priority will be given to programs which provide for instruction in speaking, reading, or writing the English language for persons functioning at the fifth grade level or below. Second priority will be given to such instruction for persons functioning above the fifth and through the eighth grade level.

1.7 State-developed Program Criteria

1.71 All programs shall be designed to achieve the purposes of the adult basic education plan within a specified period of time.

1.72 To merit approval of an adult education program, the controlling board and chief administrator of the local public school, public junior college, state college or state university will:

(a) Exhibit a genuine interest in establishing a quality program.

(b) Be willing and able to provide necessary local financial support.

(c) Be able to employ efficient, qualified supervisors and teachers.

(d) Have or be able to obtain suitable facilities. (classrooms and equipment)

(e) Have enough available students for a program.

(f) Cooperate with the State Department of Education in establishing a quality program and upgrading same.

(g) Keep necessary attendance and financial records required by federal and state law in accordance with State Department of Education recommendations.

(h) Conduct an evaluation which will determine the effectiveness of the local program.

(i) Be alert to the needs of students and adapt the program to these needs.

1.73 The long term purpose of the adult basic education plan is the introduction and provision of programs of instruction described above to the end that adult basic education will be available in all areas of the State of Missouri.

1.74 Relative priorities for state approval of local adult basic education programs and administration of local programs shall emphasize the following factors:

(a) Service to those adults in need of basic education who are the most severely impoverished.

(b) Service to those adults with the greatest educational deficiencies.

(c) Service to the maximum number of adults in need of basic education.

(d) Service to those areas in the State which have the highest concentrations of impoverished adults in need of basic education.

(e) Whether and to what extent the program has been developed in conjunction with community action programs, and represents part of a coordinated attack on poverty within a particular community.

(f) Whether and to what extent the program serves adults who are participating in work-experience programs.

(g) Whether and to what extent the program has been developed in conjunction with, or coordinated with, other agencies which serve the poor.

(h) Whether and to what extent the program undertakes the identification and recruitment of those impoverished adults who are in need of basic education.

(i) Whether and to what extent the poor themselves are heavily involved in implementing programs of instruction.

(j) Whether and to what extent Volunteers in Service to America, college work-study personnel and other nonprofessionals are utilized in appropriate positions.

(k) Whether and to what extent operations are efficient and economic.

(l) The quality of the instruction.

(m) Whether and to what extent the program accomplishes basic goals of teaching adults to read and write within a minimum period of time.

(n) Whether and to what extent the program is flexible, innovative, imaginative and effective in providing basic education to those most in need of it.

1.75 Policies and Procedures for Applying Criteria

(a) The approval of programs of instruction in adult basic education will be subject to the policy of providing access to such programs of instruction

to all adults in need of basic education within the State of Missouri

(b) Allocation of funds will be subject to a survey and analysis of the total number and location of adults in need of basic education within the State of Missouri. According to U. S. Census Data, 1960, there are 1,158,362 out of school youth and adults, ages 25 years and older, who have not completed eight years of elementary school. There are 355,395 adults, 25 years and over, with less than six grades of school completed. In addition, there are substantial numbers of adults who completed such schooling twenty or more years ago, but through disuse of their training they have lost their abilities to read, write and compute at levels equivalent to eighth grade competency. In addition to the overall total of under-educated adults and out of school youth, there are also data that relate to needs for adult basic education in specific metropolitan areas and rural-urban complexes.

1.76 State-developed Terms and Conditions

(a) The number of adults in need of basic education to be served by the proposed program, in relation to the total number of such adults throughout the State of Missouri in all such programs.

(b) The geographic area to be served by the proposed program, in relation to the geographic area to be served by other programs or proposed programs and the geographic distribution of adults in need of adult basic education who will be served by the proposed program or such other programs.

(c) The degree of educational deficiency of the adults to be served by the proposed program, in relation to those in other areas of the State.

(d) The estimated amount of time required by the proposed program in order to correct the educational deficiencies of adults who will be served by such programs, in relation to those of other programs or proposed programs in the State of Missouri.

(e) The proposed program will endeavor to enroll therein all adults in need of basic education within the local school district offering adult basic education.

(f) No charges will be made for tuition fees, purchases of materials, books and other items incident to the course of instruction.

(g) The local school district that is conducting the program of adult basic education has provided for cooperation with and utilization of the services of school, city, county, city and county departments of public health and welfare or bureaus of personal assistance, employment offices, other educational agencies, county offices of education, and other agencies, organizations and institutions to the extent permitted by Missouri law, that will be specified by name, to the extent necessary and appropriate in conducting its program of adult basic education in accordance with the objectives and provisions of the Missouri State Plan for Adult Basic Education;

(h) Each program of instruction in adult basic education will be based upon a consideration of the degree of inability of adults enrolled to read and write English and the extent of their other basic educational deficiencies, and will include a planned logical sequence of those essentials of reading, writing, and other basic educational skills and competencies deemed necessary so that the individuals enrolled may overcome their inabilities and deficiencies and adapt to and function within contemporary society; (The subject matter content of the fields of homemaking, citizenship, consumer education, parent education, and other related areas of study that are relevant for adults will be used as a source of curriculum content in the teaching of basic skills.)

(i) Such programs of instruction will be established for a scheduled unit of time and be sufficiently extensive in duration and intensive with respect to daily units of instruction so as to enable the student to develop the basic educational skills and competencies necessary to obtain established educational objectives.

(j) Facilities, such as classrooms, libraries, and laboratories; and materials, such as instructional equipment, supplies, teaching aids, and communications media, will be adequate in supply and quality to enable attainment of the educational objectives of the program of instruction and of those enrolled therein; (If the facilities and materials of the local public educational agency are not deemed

adequate, there shall be plans for the provision of adequate facilities and materials through written agreements between the local public educational agency and the individual, agency, institution or organization providing the needed facilities and materials.)

(k) Each program of adult basic education instruction will be conducted by teachers or instructional aides who are qualified to undertake such responsibilities.

(l) Guidance and counseling personnel and services shall be provided so that the program of adult basic education instruction will meet the requirements and objectives of the State Plan; (Local public educational agency plans must specify services for recruitment, selection of participants, educational placement, and state where and how voluntary groups and community organizations are to be involved in the guidance and counseling services.)

(m) Provision will be made so that the local public educational agency will assist adults in need of basic education to acquire health information and services that are provided through cooperative arrangements between departments of public health and the school districts.

1.77 Procedures for Assuring Compliance with Térms and Conditions

(a) Local public educational agencies conducting programs of adult basic education will agree to submit reports that may be required by the State Department of Education in carrying out its responsibilities under the Missouri State Plan for Adult Basic Education and local public educational agencies will keep such records, afford access to these records and comply with other provisions as the State Department of Education may find necessary to assure the correctness and verification of their reports.

(b) Local public educational agencies shall provide for adequate supervision and evaluation of the adult basic education programs in that the program may meet requirements and objectives of the State Plan for Adult Basic Education and as the results of the evaluation may be used for necessary change or improvement of the program. (Data will be collected from individual student records, records of attendance, achievement scores, teachers and supervisors anecdotal reports and other sources of information that will permit evaluation of the adult basic education program.)

1.8 State Health Authority

1.81 The State Board has entered into a cooperative arrangement with the Missouri Division of Public Health. (See plan section number 7.0)

1.9 Cooperative Arrangements

1.91 The State Board, the State Department of Education or local public educational agencies will enter into cooperative arrangements (as appropriate and feasible, in order to carry out the general purposes of the Act) with other state agencies, programs initiated under the Economic Opportunity Act, and other agencies, organizations and institutions as noted below (1.92 to 1.94 inclusive). Such cooperative arrangements shall not delegate any duty, authority or funds to operate adult basic education programs. These provisions for entering into cooperative arrangements shall not include entering into contractual obligations with the agencies or programs.

1.92 Community Action Organizations

The Missouri Department of Education and/or local public educational agencies participating in this program of adult basic education will enter into cooperative arrangements with Community Action Programs, as appropriate and feasible in order to ascertain that there is no unnecessary duplication of other programs offering Adult Basic Education, or teacher training for such programs.

1.93 Work Experience Programs

The Missouri Department of Education and/or local public educational agencies participating in the program of adult basic education will enter into cooperative arrangements with work experience programs and other programs provided for in the Economic Opportunity Act, as appropriate and feasible, in order to ascertain that there is no unnecessary duplication of other programs offering Adult Basic Education, or teacher training for such programs.

1.94 Other Agencies, Organizations, and Institutions

The Missouri Department of Education and/or local public educational agencies may enter into cooperative arrangements with other agencies and organizations on a state or local level when such arrangements will assist in promoting the objectives of the Act. Such agencies may include, for example, employment offices, welfare agencies, Title I higher education act and Vista.

2.0 Special Projects, Teacher Training, and Research

2.1 The State Plan provides for grants to public and private nonprofit agencies for special projects, teacher-training and research, which are designed to carry out any or all of the following objectives:

2.11 The demonstration, testing or development of modifications or adaptations, in the light of local needs, of special materials or methods for instruction of adults in need of adult basic education and to provide for their evaluation.

2.12 The stimulation of the development of school district programs for instruction of adults in need of adult basic education in public schools or other facilities.

2.13 The acquisition of additional information concerning the materials and methods needed for an effective program of instruction for raising adult basic educational skills.

2.14 Criteria for approval of local pilot projects shall be established in local public educational agencies in those areas of greatest concentration of illiteracy, deprivation and poverty and which are designed to carry out the following objectives.

(a) The demonstration, testing or development of modifications or adaptations, in the light of local needs or special materials or methods for instruction of adults in need of basic education.

(b) The stimulation of the development of local educational agency programs for instruction of adults in need of basic education in public schools or other facilities.

(c) The acquisition of additional information concerning the materials and methods needed for an effective program of instruction for raising adult basic educational skills.

2.15 In approval and administration of local pilot programs the following factors will be considered:

(a) The extent to which each proposed project will pursue and attain the objectives set forth in section 1.63.

(b) Whether and to what extent the proposed project itself provides basic education to adults in need of basic education.

(c) Whether and to what extent the proposed project stimulates an expansion or improvement of adult basic education being provided.

(d) Whether and to what extent the information derived from the proposed project has nationwide significance in the field of adult basic education.

2.2 Criteria and Priorities for Programs at the Eighth Grade Level or Below

2.21 The state of Missouri will give priority to special projects, teacher training, and research programs related to speaking, reading, or writing the English language at the eighth grade level or below.

2.3 Grants to Private Non-profit Agencies

2.31 The State of Missouri is not prohibited from making grants to private nonprofit agencies for purposes within the scope of the State Plan. Our State Constitution authorizes redistribution of federal funds together with state funds for any public purpose designated by the United States (see Plan, Section 7.8).

2.32 Public funds cannot be granted to religious organizations for sectarian purposes (see Plan, Section 7.9).

3.0 Fiscal Control and Fund Accounting Procedure

3.1 General Policy

Payments are made to local educational agencies as reimbursement for past expenditures from funds made available under the Adult Education Act of 1966 (Title III of P. L. 89-750).

3.12 Procedures

Public school districts, public junior college districts, state colleges or state universities will prepare and submit a request for payment of funds. Such requests will be based on actual expenditures and will be signed by appropriate administrative officials of the agency. Such requests will be reviewed for conformity with budget or contract and if appropriate for payment, will be approved by the Assistant Commissioner, Division of Special Services or an assigned member of his staff. Upon approval, the request is processed through appropriate fiscal channels for payment.

3.13 Proration of Expenditures For Programs and Services

In cases where an expenditure is only partly attributable to an eligible purpose or is attributable to two or more eligible activities, the state will determine the portion properly attributable to adult basic education purposes. Such prorations should be approved in advance on the basis of time allocation of the individuals involved, the number of individuals served, the total budget involved, geographic or other factors that assure equitable use of funds. Records and other after-the-fact information will be used to assure that the operation was in compliance with the approved Plan.

3.14 Retention of Records

Records pertaining to the Adult Basic Education Program described in this plan will be retained by state and local educational agencies for three years or until U. S. Office of Education audit, whichever is later.

3.15 Disposition of Facilities and Equipment

Whenever items of equipment, each initially costing $100 or more, in which the United States Government has participated are sold or no longer used for purposes permitted under the Acts, it is agreed that the United States Government is to be credited with its proportionate share of the value of such facilities and equipment at that time, the value being determined on the basis of the sale price in the case of a bona fide sale or the fair market value in the case of discontinuance of use for adult basic

education purposes or other diversion. The State Board agrees that all inventories and records be kept for all items of equipment and assumes responsibility for having available in the state office of the State Department of Education information sufficient for a determination of whether such facilities and equipment continue to be used for a purpose provided for under the Acts.

3.16 Expenditures Under the State Plan

Salaries of adult basic education personnel of the State Department of Education are established by the State Board on the recommendation of the Commissioner, as provided for in Section 160.090 RSMo.

(a) Educational and Sabbatical Leave

None provided for by statute or policy.

(b) Employee Benefits

Professional employees of the State Department of Education holding valid teaching certificates participate in the Public School Retirement System of Missouri as provided by law. Other employees participate in the Missouri State Employee System and the Federal Social Security Program.

(c) Fees and Approved Expenses of Consultants, Etc.

Funds may be expended for approved fees and expenses of consultants, advisory committees and other persons or groups acting in an advisory capacity to the State Board or with the approval of the State Board to local educational agencies. Authority is provided by Section 162.050 RSMo.

(d) Travel and Transportation

(1) Travel

Funds may be used for necessary and appropriate travel expenses attributable to adult basic education under this Plan. The travel regulations of the state as promulgated by the comptroller and filed with the Secretary of State.

(2) Transportation

If funds are used for transportation of adult basic education students, expenditures will be limited to transportation for one round trip per semester or shorter period determined by the

duration of the program from the student's home to the place where he will reside while enrolled in the program. If funds are used for transportation expenses of prospective teachers enrolled in an approved teacher training program when they are sent as student teachers in approved adult basic education schools or classes in communities so located as to require transportation expense, expenditures will be limited to transportation cost only.

3.17 Instructional Equipment, Supplies and Teaching Aids

(a) Funds may be used for the acquisition, maintenance and repair of instructional equipment, supplies and teaching aids for adult basic education programs.

(b) "Instructional equipment, supplies and teaching aids" means equipment, supplies, teaching aids (including reference materials and textbooks to be retained by the local public educational agency) used by authorized adult basic education personnel in instructing, or by their students in learning, in an instructional program. It may not include supplies to be made into equipment or products to be sold, or to be used by pupils, teachers, or other persons for other than adult basic education purposes.

3.18 Funds May Be Used for Rental of Space if:

(a) The expenditures for the space are necessary, reasonable and properly related to the efficient administration of the program.

(b) The State Board or local public educational agency will receive the benefits of the expenditures during the period of occupancy commensurate with such expenditures.

(c) The amounts paid by the State Board or local public educational agency are not in excess of comparable rental in a particular locality.

(d) Expenditures represent a current cost to the State Board or local public educational agency.

(e) In publicly owned buildings, like charges are made to other agencies occupying similar space for similar purposes.

3.19 Other Related Expenses

Funds may be expended for certain other purposes related to adult basic education. Such expenditures may include the following:

(a) Administrative overhead expenses such as salaries of secretarial, clerical and custodial personnel, communications, utilities, office equipment, supplies, printing and printed materials, and rental of space to the extent provided above.

3.2 Accounting Basis and Authority

3.21 The Missouri State Department of Education is on a cash accounting basis. (See Plan Section 7.0)

3.3 Adequacy of Records

3.31 All accounts and supporting documents relative to any adult basic education program involving federal financial participation will be adequate to permit an accurate and expeditious audit of the program.

3.4 Audits

3.41 State audits of state accounts (State Department of Education, state universities and state colleges). The accounts of the State Board of Education, state universities and state colleges are audited by the State Auditor. These audits will be made on a continuing basis and copies of such audits will be available in the office of the State Auditor. These audits shall be made in accordance with 29.200 RSMo. (See plan section 7.0)

3.42 Audit of Local Accounts. The accounts of public schools and public junior college districts are audited in accordance with the provisions of Section 165.115 RSMo. (See plan section 7.0) Such audits are required at least on a biennial basis and copies of all audit reports are filed in the State Department of Education at Jefferson City.

(1) Audits of local public educational agencies must reconcile purchase invoice, listing items, volume orders, vouchers and/or bills with checks issued for payment. Each check must be numbered. Request for reimbursement from state and/or federal funds allocated for Adult Basic Education must list each item of expense, indicate the percent or part of the item chargeable to Adult Basic Education and show the amount and number of the check used by the local public educational agency for payment.

(2) Prior to initiation of a reimbursable local adult basic educational program, a budget agreement will be entered into by and between the local public educational agency and the Missouri State Department of Education. These agreements will terminate June 30 each fiscal year. The budget agreements will indicate the categories in which expenditures are authorized and the maximum amount authorized for expenditure in each category. The agreement may be amended by subsequent supplementary agreements. Reimbursement from state and/or federal funds will be made for the period covered by the budget agreement and not to exceed the amount authorized in specific categories.

(3) Auditors will be informed of program requirements in sufficient detail to formulate opinion regarding eligibility of expenditures claimed for federal financial participation.

3.43 Audit Standards

The audits of public schools and public junior college districts include the following:

(a) An examination and analysis of sources of income.

(b) Verification of disbursements.

(c) Reconciliation of budget items with actual receipts and disbursements.

(d) A report of budget procedures.

(e) An examination of legal authorization for expenditures.

(f) An examination of board minutes, insurance policies, contracts and deeds to real estate.

(g) Verification of assets and liabilities.

(h) An analysis of bonded indebtedness.

(i) An examination of capital assets, inventories, surplus accounts and vouchers payable.

(j) Verification of all accounts paid through examination of vouchers.

(k) A statement of whether or not the fiscal affairs of the district have been administered according to law.

(1) An evaluation of the accounting system.

3.5 Disbursement of Funds

3.51 Basis of disbursement of funds. Reimbursement for actual expenditures already made.

3.52 Title of disbursing officer:

Assistant Commissioner
Division of Special Services
Missouri State Department of Education

4.0 Policies and Procedures for State Agency Administrative Review and Evaluation

4.1 The State Board of Education will establish procedures for an annual review and evaluation which will include the following:

(a) Evaluate criteria for determining relative needs for local public educational agencies.

(b) Evaluative standards and criteria to determine the effectiveness of curriculum, programs, teaching staff, and other aspects of programming.

(c) Provision of in-service education and consultative assistance to local personnel.

(d) Dissemination of information to local agencies.

(e) The use of standardized tests, when possible, to measure program and/or project effectiveness.

(f) Teacher and supervisor testimonials.

(g) Follow-up of students.

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on Adult Education